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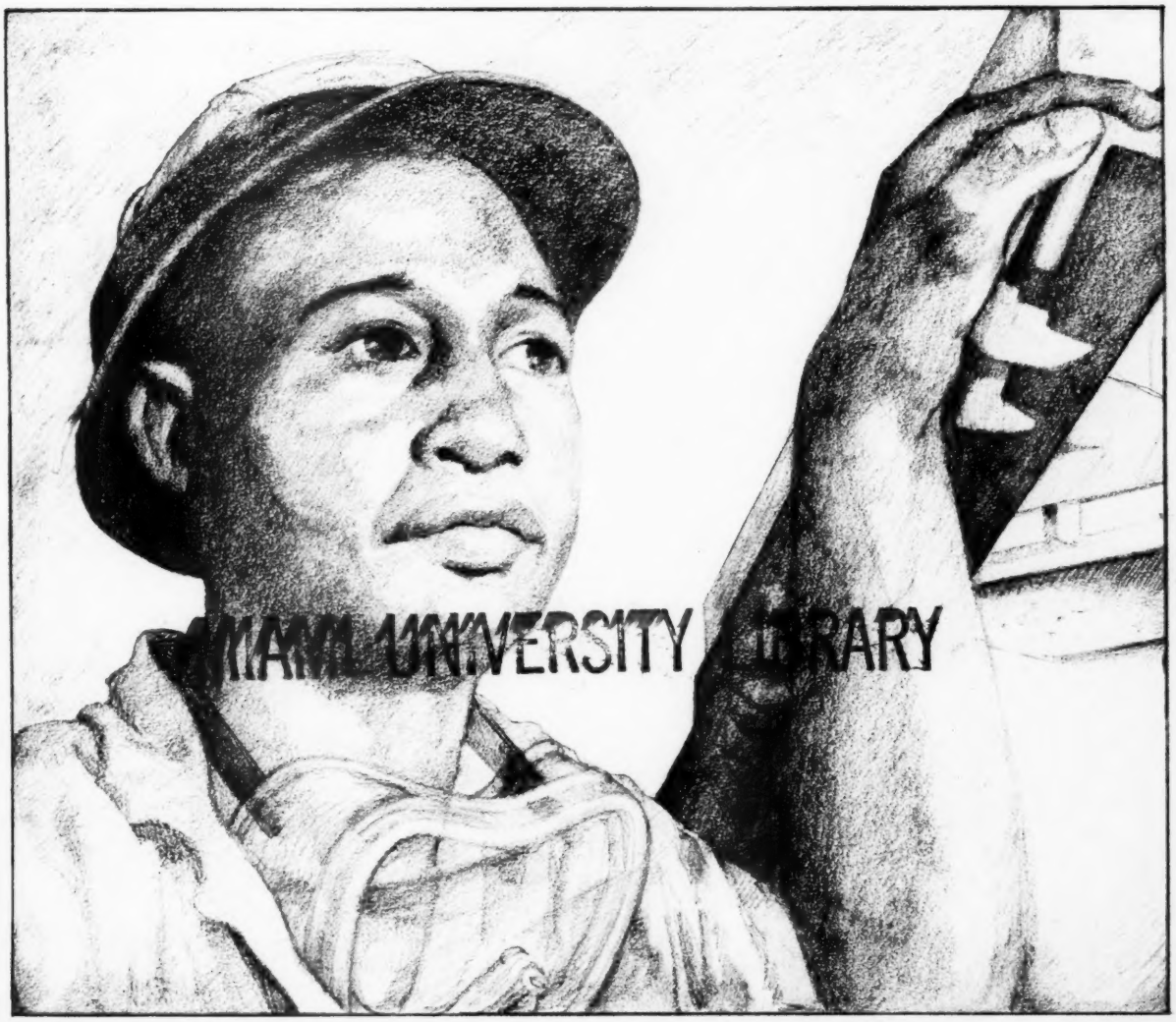

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U.S. Department of Labor, Manpower Administration

October-November 1968

employment
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THE COVER:

Human Resources Development philosophy has "established the role of the Employment Service as the provider of intensive employability services to the disadvantaged," and other similar programs. These present an opportunity and challenge to incorporate the HRD philosophy at the local level. See page 2.

Cover drawing by "Patric," a Washington artist.

U.S. DEPARTMENT OF LABOR
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John M. Virden, Editor

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service review

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Guidelines for Change

The HRD Employability Model

WILLIAM E. AMOS

The Human Resources Development (HRD) philosophy has established the role of the Employment Service as the provider of intensive employability services for the disadvantaged. The Work Incentive Program (WIN), Job Opportunities in the Business Sector (JOBS), Concentrated Employment Programs (CEP), and other similar programs present the Employment Service with the challenge and opportunity to incorporate the HRD philosophy into specific programs at the local level.

In order to implement the HRD concept, all ES components must be brought into harmony with the HRD philosophy. Thus, the Employment Service must take a critical look at its basic programs, their use in assisting HRD clients, the local office structure, and the training and qualifications of the staff responsible for these programs.

The purpose of the HRD Employability Model, which was released recently to State agencies, is to present procedural and staffing guidelines to assist State and local offices in moving HRD from a planned framework to a functioning program in line with the needs of clients.

The approach is basically a working model in that it is structured in such a way that it can be implemented widely. However, it is flexible in that it does not present a single rigid system. The philosophy behind the model and its components was gleaned from the experience and research of the Employment Service and other agencies dealing with the disadvantaged over the last several years. It is stressed that the intent

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of the model is not to present a fixed staffing blueprint or set of specifications that must be adhered to rigidly. The intent rather is to present a broad description of a model that can encompass numerous programs all based upon the HRD philosophy and, in this way, provide a wide range of usable components.

General Content of the HRD Counseling Model

The model covers a full range of services—including outreach, enrollment, assessment, orientation, employability, plan development and tryout, training, job development, placement, job coaching, followup with support and services—provided throughout. Counseling is seen as a particular function within all phases of the program and also as a coordination effort which provides continuity to all aspects of the client's employability development.

This model has as its basic component (1) a limited, defined, and controlled caseload, (2) a defined team staffing pattern with implied flexibility, (3) planned continuity in all services and program phases, (4) carefully planned feedback and reassessment throughout, and (5) constant client support and encouragement. The model has three interrelated phases in a continuous series. Phase I comprises clients referred to competitive job areas along with any needed support services provided; Phase II comprises clients in extensive employability development and training; and Phase III comprises clients in some form of subsidized work projects. Some variance is expected in the client ratio in each phase of the model.

The Employability Development Team

1. *Concepts behind the team.*—Counseling as used in this model is defined as a process contributing to the total growth achieved by the client to attain the levels of adjustment and job performance he desires and can attain. This component requires the efforts of an employability development team consisting of both professionals and preprofessionals. All team members work together to help the client in a variety of areas and settings. This team also extends into the community and enlists the membership of other interested professional persons and agencies who can contribute to the client's employability.

While the team seeks out and works with the client until he is successfully and productively employed, it respects the client's right to be the master of his own destiny and the one who decides where, when, and how he achieves employability. The team's responsibility is to assist the client and to insure that his association with the team is a self-enhancing experience.

2. *Composition of the team.*—The team is created to provide the focal point of available services needed by a disadvantaged person to become successfully employed. The number of staff needed and the division of labor among the staff depend on the size of the caseload and the complexity of the problems. As an example, one team assigned the maximum number of 200 clients may consist of five Employment Service staff members (this will vary in smaller offices). These will be: a counselor, manpower or job development specialist, work and training specialist, coach, and clerk-stenographer. In small offices a team may consist of just one ES counselor, along with appropriate community resources and indigenous aides or coaches.

The team functions as an identifiable, relatively independent unit whose responsibility is to "make a way" for the disadvantaged clients assigned to them. The team can adapt easily to operate as part of any local Employment Service HRD effort.

Model Description

Each client will progress through the development program under the guidance of a team. This unit will begin with the client at his level of need and will proceed with him at his own pace of development. In other words, the foremost guide for the team will always be the client's own perception of need. He will have an identity with the program by being considered enrolled in it. The team will concentrate on those areas of the client's need that tend to impede him from obtaining a job and progressing in it.

The client and the team together develop a flexible employability plan. This should state immediate needs and vocational goals, intermediate goals and longer-range steps necessary to make the plan work. This includes alternatives and identifies possible areas needing special attention.

Considerations in developing the plan will include all background data available about the person from outreach activities, enrollment, program orientation, assessment activities, observations by team members, and the individual's goals, aspirations, and life style as identified through counseling.

It should be understood that progression by the client may be compressed. For example, in the WIN program it may be desirable to utilize several weeks in orientation, assessment, work-sample tryouts, and employability plan development. For another individual, this extension may be inappropriate. The enrollee may be referred to suitable employment or training at the first contact or at any subsequent contact. This also means that some steps in the sequence may be

taken, others skipped temporarily, while some may be dropped altogether.

Caution should be taken not to perceive this model as a lock-step program wherein every enrollee goes through the same phase in the same order. Rather, all possible combinations of program parts can be grouped in various ways to meet the individual needs of each enrollee with flexible timing in the sequence of client progression. This type of individualized planning is possible with controlled and limited caseloads.

Step by Step

In order to describe the total program, a normal progression from outreach to termination will now be presented, to be followed with a limited number of methods ascribed to each sequence.

Outreach.—Outreach is personal contact, primarily in the use of trained indigenous workers, in the homes, hangouts, and streets of the poverty area, that will help provide the disadvantaged clients for enrollment in the program.

The role of the outreach worker is to gather pre-enrollment data on prospective clients. He is to contact and identify the disadvantaged client and persuade him to seek an explanation of the program. The outreach worker must know thoroughly the employability services available and the approximate length of time before the client can be enrolled if a delay is anticipated.

Initial contact by the outreach staff should include a preliminary determination of the individual's needs and appropriateness for HRD services. Simultaneously, a determination is made of the individual's general eligibility and interest in upgrading his skills and becoming involved in the HRD program.

An exact time and date when the individual can visit the HRD unit to explore enrollment into the program further are also established. All pertinent information is assembled from other referral sources within the community, such as welfare, professional interest groups, and Operation Mainstream, and fed into the HRD center.

Reception and enrollment.—Enrollment must be controlled carefully to insure that once a client is made a part of the team caseload he is reasonably assured that something positive will result. Initial contacts with the center must be simplified, with a minimum of lines, counters, waiting, long information forms rigid procedures, and a curtailment of routing from place to place and person to person.

The reception point will then make a preliminary determination of the individual's employability development prospects and probable needs. Special arrangements for facilities such as day-care centers, transportation, and the like, which the individual may need while he is enrolled in HRD, are made at this point.

The individual's desire and degree of commitment toward upgrading his employability through enrollment in HRD and his need for immediate support are determined. The adequacy of the entire HRD program in relation to the client's needs is evaluated carefully at this stage. The availability of the HRD staff, work and training sites, and existing caseload vacancies for a potential enrollee to insure that something will take place are also determined. Then, based upon the information obtained during enrollment, a decision as to the best course of action to follow for each individual is made.

Other events to follow would be: answering general information questions, obtaining additional personal data, and scheduling the client for the initial orientation and assessment interview.

In order to maintain a limited caseload of clients with whom the team can work in a productive way, no more additions will be made unless matched by equal terminations.

Final enrollment does not occur until after the client has had a face-to-face interview with the team counselor and he understands the general program and agrees to participate.

A Friend at Hand

The outreach person should be available to act as an emotional ally for some enrollees during the enrollment procedures and at times should stay with them throughout all phases of the employability development program. A session by the counselor with the outreach person who makes the referral to HRD is suggested in order to alleviate unnecessary repetition and provide the necessary bridges for the client.

Orientation and assessment.—A client must be ready to participate in a development program; therefore, the client's immediate needs must be met while he is in the orientation program. Personal problems from whatever source—legal or financial, mental or physical health, etc.—that are identified through enrollment or during individual and/or group sessions must be dealt with by the team or other appropriate personnel with adequate feedback from outside sources assured.

These procedures will be scheduled immediately after enrollment. If they are delayed, the client should be placed on a temporary job or assigned to a special work project with a specific time set for entry into orientation. A primary part of orientation which in-

cludes individual and group counseling is the client's self-assessment.

Orientation must include an understanding of the employability development program on the part of the enrollee. He must have some knowledge of the various work and training components that follow orientation. He must be aware of the constant feedback and support that will be provided for him.

The indigenous aide member of the team who initially contacted the client may continue, if needed, in the role of ally or coach throughout orientation.

This phase must be planned carefully so that the client clearly understands what he is involved in, what his responsibility is, and how it affects his future work prospects.

Experience with the disadvantaged indicates that unless they are subsidized it is not possible to hold many of them for lengthy orientation and assessment periods. Action to meet critical needs should be taken as soon as possible with refinements in group guidance and counseling to follow later. In situations where a temporary stipend is available, extensive in-office orientation and appraisal are more feasible. The orientation part of the program may be the responsibility of a team, or it may be handled in larger centers in part by a separate orientation and assessment unit.

The next phase of the program has as its objective the in-depth self-assessment of the client and the evaluation by the team as a preliminary to the development of the employability plan. This evaluation is an extension and enlargement of the preliminary steps taken at the time of enrollment and should be based upon future potential, as well as past behavior.

He May Not Understand

A disadvantaged client cannot, in many cases, be expected to understand the assessment process. So that evaluation can be discussed effectively, counseling sessions must be planned and carried out as a part of orientation in order to assist the client to evaluate himself as he relates to the world of work and his role in it.

Various methods such as the Work Sample Technique that utilize actual work tryout situations should be included in the total assessment of the individual. Team observations and interviews to size up attitudes, aspirations, goals, work frustration tolerance, reaction to supervision, and other nonstandardized criteria must become a part of the total profile. All evaluation must be explained to and agreed upon by the client prior to any test administration and must always be followed by personal feedback sessions to the client.

Testing should be used only as an adjunct to counseling when a purpose is identified clearly and the device used does not discriminate unfairly. At the present time extensive research in test development is underway to supplement nonverbal work techniques and also to insure that other methods are appropriate for use with the HRD client.

Work and Training

This section is described as employability plan tryout. It can encompass on-the-job training, Neighborhood Youth Corps, Job Opportunities in the Business Sector, and other job tryout arrangements that can be used for on-site training purposes. Local institutional training programs, including Manpower Development and Training, Vocational Education, Basic Education, and other formal skill training programs that would help should be utilized.

In-office group or individual employability training, including counseling sessions, career exploration programs, guidance, and basic education skill training programs are possibilities. New work and training sites are planned and developed as needs are identified by the program enrollees.

Regularly scheduled case conferences among team members and representatives from work and training sites will synthesize their information about each enrollee's progression. These conferences will be the prime vehicle for reevaluation of each plan to determine the appropriateness of the site and to provide overall communications with and coordination of enrollees.

Coaches and indigenous aides will maintain the role of ally for the client throughout work and training stages. When crisis situations arise, they will act immediately to deter mounting difficulties by arranging for a case conference or by taking other action.

Continuous feedback to the team concerning client progress, difficulties encountered, etc., must be maintained rigorously throughout all work and training phases in order to avoid inappropriate assignments, long delays, and other crisis situations. It is also necessary to insure that the planning for future tryouts be done well in advance.

Provisions must be made in all program phases for clients to participate voluntarily in on-going group or individual counseling, guidance, and employability skill development sessions either within the local office or on the work and training site. This service should be provided by the HRD team and should be a continuation of similar sessions initiated during orientation.

(*Continued on page 9*)

BACKED BY SBA AND DEPARTMENT OF LABOR

Black Capitalism in the Ghetto

HOWARD J. SAMUELS

Aim is to boost Negro ownership of business in the innercity

The U.S. Department of Labor is lending the Small Business Administration a major assist in its program to train minority group businessmen. The assist is in the form of both funds and personnel.

In fiscal 1969, the Labor Department is expected to provide SBA with at least $2 million to help give management training to minority group entrepreneurs. The funds will be used by SBA to underwrite tuition costs for prospective and established minority group businessmen, and to conduct workshops, conferences, and problem clinics in cooperation with trade associations, consortiums, and universities and colleges.

←

Standard Oil franchise dealer David Flowers of Chicago looks on as a management consultant checks his inventory.

Employment Service Review

In most cases, disadvantaged businessmen will be assisted directly. In others, SBA and the Labor Department will finance the training of members of minority group trade organizations as management consultants. In turn, these consultants will tutor members of their own ethnic or racial groups. Funds also will be available to small business entrepreneurs to hire management consultants or attorneys when necessary.

Under a second program, dubbed MA–X by the Manpower Development Specialist assigned to SBA to develop the programs, the Labor Department also will provide funds for training employees of small businesses in skilled and middle-level management positions. The amount to be provided has not been specified.

Unlike other manpower training programs, the funds will be provided to the small business owner before and during the training period rather than afterwards. This will save him from using his working capital until he is reimbursed.

Prime contracts will be issued to trade organizations and business groups to conduct such training. This will allow SBA to undertake several training programs simultaneously.

The hope of the Labor Department and SBA is that the MA–X program will help in upgrading the skills and jobs of small business employees as well as help the small businessman meet his needs for mid-level management employees—accountants, personnel officers, etc.—when he expands.

Tentative plans call for the Labor Department to detail at least six employees to SBA to oversee the program. However, policy decisions will be made by SBA.

The SBA Administrator considers the program a vital aid in the agency's efforts to promote minority group entrepreneurship. Dun and Bradstreet estimates that approximately 50 percent of all new businesses fail within the first 2 years because their owners lack management skills. Most of these new businessmen are white and have been exposed to a business tradition. The problems of minority group businessmen are more severe, for, in most instances, they come from ethnic and racial groups whose members have not developed a business community. To help these businessmen, SBA will increase its own management training efforts as well as make use of the Labor Department's assistance.

In addition to the management courses and conferences and workshops that SBA sponsors in cooperation with colleges, universities, high schools, and trade associations, it also provides management counseling through its full-time management staff, and members of the Service Corps of Retired Executives (SCORE).

SCORE consists of more than 3,200 retired businessmen who are devoting their leisure years to assisting small business owners. Their services are rendered free to any such businessman whether or not he is a recipient of an SBA loan.

SBA also publishes hundreds of

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Negro furniture dealer Kenneth Sherwood receives informal counseling from a SCORE volunteer in his store on Harlem's 125th Street. Sherwood received a $200,000 SBA-bank guaranteed loan.

titles in its series on management and technical aids. These books, booklets, and pamphlets contain information on such diverse subjects as whether one should enter business to detailed advice on planning for expansion.

In the past, special efforts to assist minority group entrepreneurs were limited primarily to SBA's Economic Opportunity Loan program (EOL). The ceiling on EOL loans is $25,000 to low income and disadvantaged businessmen.

While the program will remain operative, SBA has liberalized loan requirements under each of its lending programs in order to lift the ceilings on financing for minority group members. One effect will be lifting the $25,000 ceiling on loans to minority group business owners presently imposed under the EOL program. The EOL program will be only one part of a major campaign, known as Project OWN, to help minority group entrepreneurs. Under Project OWN, SBA will utilize all of its financial and management programs to assist the disadvantaged businessman. The agency does not intend to wait until minority entrepreneurs apply for loans but will search out qualified applicants. They will be helped in starting new businesses or upgrading existing ones, and in purchasing small businesses from white owners who wish to sell their stores in the ghettos.

For the convenience of loan applicants, SBA field teams will be located in the ghettos. Residents in the neighborhood also are being hired to assist SBA loan officers and management staff members in finding and relating to minority group members.

Under the Small Business Investment Company (SBIC) program, SBA will provide investment companies with 20 percent of the private capital the company has on hand. Companies can be capitalized for as little as $150,000, except in cases where SBA decides that the health of the SBIC requires higher capitalization.

Interior decorator Rosemary Mitchell of the Harper Court shopping center in Chicago ponders a question from two clients.

SBA also will continue to make direct loans to businessmen whenever a bank guaranty loan cannot be obtained. Under the guaranty program, banks make direct loans of up to $150,000 to small business owners, with SBA guaranteeing up to 90 percent of the total at the present time. When the bank does not wish to make the entire loan, SBA will attempt to have it participate in it, and the agency's share in the loan can go as high as 75 percent. If these efforts fail, SBA will make direct loans of up to $150,000.

To SBA the importance of its campaign to aid minority group entrepreneurs goes beyond the assistance given to the individual businessman. The agency believes that the building of self-sufficient communities in ghetto areas will help remove some of the psychologically crippling blocks that dependence upon white institutions has caused among Negroes and other minority group members. Such dependence probably has contributed to racial hostility and is one of the underlying factors in racial unrest today.

The agency, however, is not diminishing its duty to the small business community as a whole. It will continue to loan funds for worthwhile projects and businesses no matter what the ethnic group or race of the applicant.

Through other programs, SBA also will continue to assist businessmen in encountering difficulties not totally related to management or financing. For example, businesses displaced by Federal urban renewal or highway programs will continue to receive help in finding new locations through the displaced business and lease guarantee programs. Financial assistance also will be rendered to businessmen whose property is damaged or destroyed through natural disasters or who suffer economic loss through product disasters such as toxicity in plants, produce, or meats.

What is the ultimate goal of all these efforts? The preservation of free and open competition.

(*Continued from page 5*)

The team can recycle the client into a more appropriate work or training site to facilitate his employability development if his current setting is not adequate. This could mean recycling downward for the client who is not making satisfactory progress, such as from vocational training to basic education training, or from competitive employment to a special work program. The reverse may be true for those making good progress. A client could be recycled upward to a work or training site that is more challenging or one entailing more responsibility.

Job Development and Placement

The basic purpose of the team is to move as many disadvantaged persons into competitive employment as quickly as possible. This necessitates the formation by the team of a job development and placement capability which is individually tailored to the particular needs of the client. The team meeting in a case conference should continuously review the progress of its clients and be prepared to move them into satisfactory employment as rapidly as possible. A few clients may be ready for such placement soon after enrollment. For others it may occur only after months of intensive training. Job development efforts should be initiated as an outgrowth of case conferences and overlap the latter stages of the work training phase.

It is anticipated that the team will use positions in employment in the following ways:

1. As permanent jobs in which clients who have gone through the program can get started with chances for upward mobility. In developing such permanent jobs for clients, the team should have as its objective jobs that are career-oriented.

2. As training stations where clients can learn employability and occupational skills but still be in a competitive job situation.

3. As holding actions for intermediate or stop-gap jobs for clients ready to enter the program when resources are made available.

After a tryout period to estimate the job situation, the individual must be assessed for possible need of restructure, recycle, or redevelopment of a new job situation which fits his vocational needs more adequately.

Job development and placement must be an integral part of the team with specific responsibility for this function assigned to one of the team members. However, availability of jobs will dictate caseload and rate of progression through the program. Therefore, provision for other team members to assist in job development efforts should be a basic attribute of the model.

Support Services After Placement

Again, it should be cautioned that some of the clients in the caseload may receive immediate job development and placement prior to, or instead of, entering the orientation, assessment, and work-training phases. Therefore, support services in the post-placement phase may be initiated immediately after enrollment.

In all cases, post-placement support of the team must be coordinated with other local community and employer support activities. Client feedback to the HRD team by other agency personnel must be assured.

Supportive services will be available to all clients after permanent placement. High support will be given to those who need considerable encouragement and direction. The entire team will be involved in support services according to their skills and to their relationship with the client. These services will be given a client after permanent placement until the team and the client mutually agree that they are no longer necessary.

One method the team can use to gain employer acceptance in hiring a disadvantaged client is by indicating to him that the team will provide supportive services while he is learning and adjusting to the job.

It should be clearly understood that support service is an integral portion of the placement process. To develop the client to the point of job placement and then withdraw all support could well defeat the entire plan.

Termination and Followup

Termination should be a gradual phasing-out process, involving some type of informal contact being maintained with the client long enough to assess the need for recycle or reinstitution of support. Followup should be provided at regularly scheduled intervals of sufficient length to determine that the client is progressing satisfactorily. When all support services have been withdrawn from the client, the formal termination from the team's caseload would be completed.

Working with the individual is time-consuming and costly. The return on such an investment needs to be evaluated in terms of eliminating poverty, reshaping urban life, reducing discrimination in today's hiring practices, and strengthening a satisfactory standard of individual achievement.

323-681 O—68——2

In a workshop for counselors of adult women, participants discuss such topics as the sociological and psychological aspects of work in our society, total life planning, testing procedures, part-time employment opportunities, and practical considerations relating to women's employment.

Special Courses and Services for Mature Women

Answer their special needs and encourage their continuing education

Jean A. Wells

Closely related to the postwar influx of mature women into the work force is a lively "back to school" movement by adult women.[1] Although the full count of adult women students will not be taken until the 1970 census, figures available for those under 35 years of age indicate a marked upsurge. From 1950 to 1966, the numbers of women students climbed from 26,000 to 214,000 among those 25 to 29 years of age and from 21,000 to 92,000 among those 30 to 34 years.

The list of reasons why individual women desire more schooling may be longer than the alphabet. However, the following women students have interests frequently expressed by others;

Mrs. A. is preparing for a new job field.

Mrs. B. is seeking the undergraduate degree she gave up for marriage.

Miss C. is studying to advance her career.

Mrs. D. is refreshing a rusty job skill.

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[1] *The term "mature women" is used interchangeably with "adult women" in this article.*

Mrs. E. wishes to expand her intellectual horizons.

Social and economic developments which have stimulated mature women to return to work also underlie their return to school. The physical demands of homemaking have been reduced vastly by new appliances and the mass production of goods and services. The greater availability of jobs as well as the higher standard of living have heightened women's interest in paid employment.

Demographic factors of influence include women's early age at marriage (median of 20.6 years in 1967), their longer lifespan, and their changing patterns of life.

Thus, when their home and family responsibilities become lighter, more and more women find they have free time and energy for outside activities. Many want to make a contribution to the world around them.

Some women decide to resume formal schooling so they can better understand the complexities of modern life. They know, too, that additional education can bring deeper personal enrichment.

For many wives the ultimate objective is to obtain a job and help raise family income. Others who are widowed or divorced must work to support themselves and/or others.

National Interests

Women workers' contributions to our modern economy are generally viewed as significant and essential. Women workers now total nearly 30 million and constitute about 36 percent of all workers. In such fields as teaching, nursing, office work, and selling, they fill the majority of jobs. If women were to be banished from the work force, our economy literally would come to a standstill.

Actually, the Nation's growing demand for skilled and educated workers is expected to attract more women into paid employment. Even conservative forecasts anticipate many more millions of women joining the work force in the coming decade.

The response of mature women to the Nation's manpower needs has been largely responsible for the recent expansion in women's employment. The proportion of wives 35 years of age and over who work increased from 23 to 37 percent between 1950 and 1967. During this period their number more than doubled to 10.6 million. By comparison, the gain for all women workers was just over 50 percent.

The employment outlook for women 40 to 65 years of age may be improved further by passage of the Age Discrimination Act of 1968. This act prohibits job discrimination by establishments with at least 25 employees and engaged in interstate commerce. Since some middle-aged women encounter difficulties in reentering the work force, the act should be especially beneficial to this group. Its requirement that hiring and promotion be based on merit and ability should arose their interest further in additional education and training.

Other laws passed by Federal and State legislatures have helped lower barriers to women's full access to employment opportunities. The Equal Pay Act of 1963 prohibits wage discrimination by firms in interstate commerce. In addition, 36 States and the District of Columbia have statutes requiring equal pay for equal work. The Civil Rights Act of 1964 prohibits discrimination in recruitment and employment on the basis of sex as well as race, color, creed, and national origin. And 15 States and the District of Columbia have passed Fair Employment Practices laws which prohibit job discrimination based on sex.

Needs and Interests of Mature Women

Women's interest in employment has increased traditionally with the level of their formal education. This has been as true among mature women as among younger women.

Of women 45 to 54 years of age, for example, the proportion working outside the home in 1967 was about two-thirds (67 percent) among those with 4 years or more of college. In contrast, it was only slightly more than half (55 percent) among the high school graduates with no college training and less than half (45 percent) among the women who had left school after the eighth grade.

As the level of formal education continues to rise throughout the country and greater numbers of women attend college, the group of women seeking a paid job probably will expand. And since education and employment appear to exert reciprocating influences, we can expect the number of mature women attending school to continue upward.

Some women interested in pursuing "a second career" are highly motivated and can locate fairly easily the job or educational preparation they seek. Many other women, however, are less fortunate. Common characteristics of this group are: no recent work experience, loss of self-confidence, and lack of realistic knowledge about educational and/or employment opportunities. When considering more schooling, they are usually uncertain about what subjects they want to study and often hesitate to enroll in classes filled with young people. However, they generally are aware of the strategic role of education in helping them prepare for greater participation in the outside world.

In the late 1950's, a few women of action began challenging educators to pay more attention to the special needs of mature women. They emphasized above all the importance of more and better counseling. The need, they said, was for experienced counselors hep to housewives' special problems and informed about services and facilities for meeting them.

These zealous women also voiced discontent with numerous obstacles restricting women's educational opportunities. They asked for limited course loads and schedules arranged for adults unable to attend classes

at conventional times. Their other requests included: liberal provisions for transfer credits, scholarship aid for part-time study, neighborhood classes, nursery facilities, and job placement assistance. They argued that full consideration of women's needs would enable more of them to enroll in courses compatible with home and work responsibilities.

Response From Educators

Stimulated largely by these appeals, educators have begun to remove educational hurdles for mature women. The forerunners of the so-called "continuing education programs for women" were the courses instituted to meet specific labor shortages after World War II. College graduates with a background in liberal arts were given intensive courses in education leading to teacher certification. Some colleges and universities also scheduled refresher courses for professional nurses.

The educational programs designed especially for women in the 1960's have recognized more general needs. Throughout the country, there is reexamination of admission requirements, curriculums, and related services to see whether these are appropriate to the life patterns and experiences of adult women. Many educators are finding that the benefits of relaxing rigid requirements or establishing a special facility or service for women are greater than anticipated. Viewed as a demonstration of active support by educators, special programs are bringing increasing numbers of women back to school.

Of course, the varied educational opportunities provided adults by many colleges and universities, especially in metropolitan areas, are also of value to mature women. Standard offerings include classes scheduled almost continuously during the daytime and evening, summer sessions, short-term courses, part-time enrollment, workshops, televised courses, and audiovisual materials. Through their statewide extension service, some universities conduct off-campus courses in many towns and cities. There is no doubt that the whole adult education movement provides courses of study that warrant exploring by adult women.

The great expansion in vocational education courses offered by high schools throughout the country also has helped extend training opportunities to women in their own neighborhoods. Although few of these courses have been designed specifically for women, they provide free or inexpensive preparation leading to employment in numerous occupations. However, the range of skill choice varies considerably from school to school. Some of the major occupations for which women receive training in public vocational courses are the so-called traditional women's fields: Office work, practical nursing, needle trades, cosmetology, selling, food trades, and dental and medical assisting. However, increasing numbers of women are reported to be preparing for such occupations as mechanic or repairman, electronics technician, real estate agent, insurance agent, draftsman, hotel worker, and child care assistant.

In addition, many private business, trade, and technical schools provide training programs which are scheduled advantageously from the viewpoint of adult women. Since these schools generally specialize in training for employment, they usually offer short-term, intensive, and practical courses. Their classes are often held both day and night and can be taken on a full- or part-time basis. Tuition varies widely, ranging from very modest to relatively high fees. The standards of instruction of these schools are regulated in most States, but it is wise for prospective students to inquire locally about the reputation and past performance of the private school they are considering.

A factory tour by vocational counselors can increase their understanding of the variety of jobs for which women and girls might be encouraged to obtain the necessary training.

Examples of Special Programs

What continuing education programs have been tailored to the needs of mature women? To answer this question, the Women's Bureau

Many mature women want sympathetic and competent assistance in evaluating their interests and skills and in making educational choices compatible with family responsibilities.

in 1967 listed several hundred programs for which information was readily available.[2] Most have been established by colleges and universities; a few, by public school systems, women's organizations, and other community groups. Their design has been influenced by the needs of local women, usually those with at least a high school education.

Among the programs listed by the Women's Bureau, the largest number were located in New York (37) and California (25). Other States with a minimum of 10 programs each are Florida, Massachusetts, Missouri, Ohio, and Pennsylvania.

Although considerable variety exists among the programs, similar features suggest that a few types are predominant.

Comprehensive programs of continuing education generally encompass a number of the services and arrangements requested by mature women. Most of these programs provide individual or group counseling, an information service, part-time study opportunities, and a job referral service. In addition, some include an orientation course, testing services, scholarship aid, a research program, or nursery facilities.

Programs covering several of these features are functioning at Oakland University (Michigan), the University of Michigan, the University of Minnesota, the University of Wisconsin, and Washington University (Missouri).

General orientation courses have been developed primarily to help women plan for further education, careers, or community service. They tend to concentrate on providing information about educational courses and volunteer work, guest lectures on careers, educational and employment counseling on both a group and individual basis, testing, and job placement assistance. There is usually discussion about women's role in society; the balancing of family responsibilities and individual needs; arranging home, study, and work schedules; and job search techniques. Classes are generally scheduled once or twice a week for several months.

One index of the popularity of this type of course among mature women is the relatively large number of colleges offering it. They include: Alverno College (Wisconsin), Barnard College (New York), George Washington University (District of Columbia), Hofstra University (New York), Long Beach City College (California), Michigan State University, Orange Coast College (California), Portland Community College (Oregon), State University Agricultural and Technical College (New York), the University of Akron (Ohio), the University of California at Los Angeles, the University of Missouri at St. Louis, and the University of Washington.

Orientation programs are given also by some public school systems, as for example, in Arlington, Va., Bethesda, Md., and Port Washington, N.Y.

Study toward a baccalaureate degree is made less formidable and frustrating for mature women at numerous colleges. Their innovative provisions may include one or more of the following: Exemption from entrance examinations, granting of

[2] *The list of programs is contained in "Continuing Education Programs and Services for Women," Women's Bureau Pamphlet 10, 1968. Single copies may be obtained without charge from the Women's Bureau, U.S. Department of Labor, Washington, D.C. 20210.*

course credits through proficiency examinations or evaluation of previous experience, liberal acceptance of transfer credits, specific counselors or advisers for mature women, arrangements or scholarships for part-time study, orientation sessions, refresher course, nursery services, and formation of a separate club for mature women.

Colleges whose programs encourage mature women to resume or start undergraduate study include Armstrong State College (Georgia), Baltimore Junior College (Maryland), Beaver College (Pennsylvania), Bucks County Community College (Pennsylvania), College of Notre Dame (California), Connecticut College, The Defiance College (Ohio), Highland Community College (Illinois), Lindenwood College for Women (Missouri), Middle Tennessee State University, Nassau Community College (New York), Saint Xavier College (Illinois), Santa Monica City College (California), Sarah Lawrence College (New York), Temple University (Pennsylvania), Tift College (Georgia), and the University of Pittsburgh (Pennsylvania).

Part-time programs in graduate study are especially helpful in quickening interest of adult women in higher education. Course schedules usually are arranged so that women with family responsibilities may engage in half-time study over twice as long a period as normal. Fields of part-time study leading to a master's degree vary from institution to institution, but the principal ones reported are in education, social work, counseling and guidance, library science, and chemistry.

Colleges conducting programs of this type include Bank Street College of Education (New York), Harvard Graduate School of Education (Massachusetts), Marygrove College (Michigan), New York University, Sarah Lawrence College (New York), Wellesley College (Massachusetts), Wheelock College (Massachusetts), and Yeshiva University (New York).

A single field of study has been the focus of continuing education programs in several colleges. For example, Rutgers University (New Jersey) offers a retraining program in mathematics and science that is geared to the needs of housewives who wish to prepare for teaching or mathematical work in industry. Wellesley College conducts an institute in chemistry that leads to a master's degree. In addition, numerous schools offer refresher courses in professional nursing, teaching, home economics, or business skills.

A program of research or creative work on a postdoctoral level is a unique offering of The Radcliffe Institute (Massachusetts). Generous fellowships are offered to highly qualified women so that they may continue their study while they still have major family commitments.

Courses leading to semiprofessional work as assistants, aides, or other semiskilled workers are particularly popular among mature women preparing for employment. In this category are courses for gericare-aides and teacher aides (State University Agricultural and Technical College, New York), library aides (University of Missouri at St. Louis), mental health assistants (Sullivan County Community College, New York), nursery school assistant (Merritt College, California), research assistants (University of Missouri at Kansas City), school library aides, social work aides, and teacher aides (University of Connecticut), and community service technicians (Miami - Dade Junior College, Florida).

Degree programs especially for adults warrant mention because their concern for adult needs makes them exceedingly valuable to mature women. Their innovations in curriculums and educational practice often include: Short-term residence requirements, independent study, credit for life experience, seminars, correspondence study, and programed learning. Some of the institutions with this type of program are Brooklyn College (New York), Goddard College (Vermont), Mundelein College (Illinois), Pacific Oaks College (California), Roosevelt University (Illinois), Syracuse University (New York), and the University of Oklahoma. The schools that alternate short periods of residence with longer periods of home study are Goddard, Pacific Oaks, and Oklahoma.

Related Programs and Services

Groups other than colleges and universities also are responding to the desire of mature women to resume or continue their education.

Because many women require financial assistance to accomplish their goal, several organizations offer monetary awards, tuition grants, fellowships, or similar financial benefits that are reserved for adult women. Such organizations include the Altrusa International Foundation, the American Association of University Women, the Danforth Foundation, and the Young Women's Christian Association.

The Women's Talent Corps (New York) arranges training programs for women at least 21 years of age with low income. Training leading to preprofessional positions in education, health, and social welfare comprises 8 weeks of classroom orientation and academic work followed by 6 months of academic work and field training.

Several nondegree granting schools in California, such as Everywoman's Village (Van Nuys), schedule a varied program of courses, lectures, and workshops on a weekly basis during the daytime and evening.

Nonprofit centers sponsored largely by community groups are providing adult women with information and advice about educational and/or employment opportunities. Such centers are now operating in Miami and Orlando (Fla.); Bangor (Maine); Boston; Minneapolis; Mineola, Suffern, and White Plains (N.Y.); Cleveland;

Women students appreciate courses scheduled at suitable times and locations and in a manner appropriate to the patterns of life and experiences of adult women.

Portland (Oreg.); and Washington (D.C.).

Value and Outlook

Indications are that the number of educational institutions and community organizations heeding the appeals of mature women is on the increase. Programs established to date, while gratifying in their accomplishments, constitute only a beginning. The experimental work they have initiated needs to be adapted and improved still further. There is still an immense gap between the latent interests and aspirations of mature women and the existence of educational programs and services tailored to their needs. Especially in small cities and towns, there is a persistent call to extend the availability, suitability, and visibility of special educational programs.

Adult women yearn for self-development and expression. Whether they seek more education to prepare for employment or to expand intellectual interests, women want to engage in activities that use their individual abilities and energies.

Much more needs to be done to help women with limited education and few work skills to qualify for employment. The curriculums of vocational education courses need strengthening and updating. The new approaches to career guidance of mature women initiated by a few high schools need extending to many more schools. And counselors, teachers, and women themselves need to give greater consideration to the full range of present and emerging occupations for which women can prepare according to their interests, temperaments, and abilities.

With the greater financial assistance being provided vocational education by the Federal Government, public schools can expand their facilities, equipment, and staff resources. There is good reason to believe that future developments in continuing education for women should focus on the high school level, where the need is so great.

The rewards to be derived from programs directed toward women's educational needs and interests extend beyond individual fulfillment to society at large. Economic forecasts indicate clearly that the Nation will require the talents of rising numbers of educated men and women. Additional ways must be found to develop and utilize the potentialities of mature women as we move closer to our vision of a good life for all citizens.

Bill Hillier, WBZ–TV public affairs director, in a program conference with Edward F. Barker and Robert Wayne of the Division of Employment Security staff.

Total Commitment In TV Programing

EDWARD F. BARKER

"We feel that Job Bank is a vital part of our responsibility to help the Greater Boston area solve one of its most pressing problems—the problem of getting across to the hardcore unemployed and underemployed," says Win Baker, general manager of WBZ–TV, the Westinghouse Broadcasting Co. outlet in Boston, Mass.

Mr. Baker was talking primarily about the total commitment his station has made in a bold experiment in TV programing during the summer and fall months, a type of programing which grew out of the weekly half-hour Job Bank program on WBZ–TV during last winter and early spring. That program was

Edward F. Barker is Chief of the Information Department, Massachusetts Division of Employment Security.

similar to the Opportunity Line TV shows used in many cities throughout the country. The principal difference is in the copyrighted names.

What of the Show's Future?

Last spring, when the first 13 weeks of the Job Bank program came to an end because of prior air-time scheduling, officials of WBZ–TV and the staff from the Division of Employment Security sat down and discussed the future of the show. No one connected with the show had expected the impact the half-hour program was to make on the viewing audience, even though reports of success had been received from Chicago where this type of show originated, and from New York which had started a similar program a few months after Chicago. One reason for the surprise at the impact of this show was that, for years, Boston has been considered a tough city in show business. Boston audiences are somewhat cold and critical, and shows that have been successful in New York and other parts of the country have been flops in Boston.

In April when the show came to an end, it was hoped the half-hour show could be resumed in June when air-time scheduling would be easier. However, as that time approached, it became evident that the Division of Employment Security's budget could not absorb the cost of staffing the special telephone circuit for Job Bank on an overtime basis on Saturday afternoons—a cost which came to about $1,000 a week. All agreed the name of Job Bank should be kept alive so that, if it could be started up some way in the fall, the public would remember it and a new audience would not have to be built up.

During the roundtable strategy meeting, the Public Affairs Director for WBZ–TV proposed using four or five 1-minute spot announcements each day on which job openings could be listed. If this could be done, could the Division personnel handle the telephone calls during regular working hours? There was no problem on this staffing, no additional budget allotment would be needed.

This suggestion sounded good to the Division staff; it would mean about 25 minutes of air time a week as against 28 minutes and 45 seconds of air time during the half-hour show. Could the Division staff get the job listings to the studio in time for its art department to make up the necessary slides showing the jobs being advertised? No problem there.

Some questions had no answers at that time: How many telephone calls would result from this type of programing? How many telephones would be needed on the special circuit? How many staff personnel would be needed to handle the telephone circuit? Nothing but experience could provide these answers.

It was decided to go ahead with the 1-minute spot announcement program and see what happened. It took a few weeks to set the machinery in motion: The Division of Employment Security had to get the various Employment Service offices to send in job openings which could be used; WBZ–TV had to make up the basic slides and music cartridges and to start air-time scheduling. The show went on the air in mid-June and the action really started.

Spots Quickly Doubled

The response was so good that almost immediately the TV station doubled the number of spot announcements each day. There are now between 10 and 12 a day with additional 10-second announcements plugging the 1-minute programs. The number of telephone calls range from 125 to 250 a day; the average is about 150 a day. The 1-minute programs are on the air between 9:30 a.m. and 4:30 p.m., Mondays through Fridays. No programs are broadcast on weekends or holidays.

As this is written in late August, more than 6,500 telephone calls have been received, with only two telephones on the special circuit being used. Two staff members can handle this number of calls because the spot announcements are spread out during the day. Here is a typical log for a day.

Morning	Afternoon
9:45	12:15
10:28	1:00
11:29	1:30
11:59	2:00
	2:29
	2:59
	3:29
	4:24

These programs may be broadcast at the beginning, end, or during some of the more popular shows telecast by this station during daytime hours.

Close liaison is maintained with the TV studio, and the agency is furnished with a day-by-day log of the times the programs will be on the air so that those in charge of the personnel staffing the telephone circuit can plan for lunch hours, coffee breaks, etc. Experience has shown that whenever an announcement goes on the air, the telephones immediately start to ring. Viewers are told on the air to try again if they get a busy signal; an answering device on the special circuit goes into action on busy signals and urges the callers to try again.

ES Staff Involvement

At this point, one might ask, "What is the personnel involvement so far as Employment Security is concerned?" Bob Wayne of the Information Department, who acted as co-host on the half-hour show, coordinates the entire program and maintains liaison with the TV studio and with the various local ES employment offices. He receives the job listings from the offices weekly, reviews and combines them, and prepares the final listing for typing. A total of 25 jobs is selected and divided into five groups. This listing is sent to the TV station for prep-

Ernie Legee, the TV station artist, preparing preliminary art work for Job Bank slides.

Sheila Barry of the station copywriting department preparing a final script for Job Bank.

aration of the slides for the next week's broadcasts. A second list is prepared for the personnel staffing the special telephone circuit; this list shows the order-holding office for the jobs as well as job titles, wages, and a short description of the duties. Copies of this second list are sent to all local offices in the TV area, which has a radius of about 50 miles from Boston, because some of the interested viewers come into the nearest Employment Service office rather than call on the telephone. Actually, the entire procedure is an extension of the intensive clearance system.

At the Local Level

On the local office level, two persons are assigned to the telephone circuit. When a viewer calls he is immediately referred to the nearest order-holding office having the job the caller is interested in. When he reports to the order-holding office, he goes to the TV or Job Bank desk where he is interviewed.

In total, the only personnel spending a major part of their time on the TV show are the two interviewers staffing the telephone circuit and the staff member from the Information Department. The rest of the involvement is absorbed into the regular operations of the local offices.

The job openings listed on Job Bank are restricted almost entirely to entry-level occupations, or to jobs for which the employers offer training. The idea of Job Bank is to reach as many as possible of the hard-core unemployed, the disadvantaged, and members of minority groups. In addition to job openings listed, openings for MDTA training are listed in those instances where it is difficult to fill some of the training slots.

The types of job openings listed on the 1-minute programs are about the same as those used when the half-hour show was on the air. On the half-hour show some 65 to 75 jobs were listed. One advantage of listing only five jobs on a single 1-

Station newsman and Business Editor, Jack Borden, checks out Job Bank copy before reading the job listings on the air.

minute program is that the degree of memory retention is greater for the viewers. With five groups of five jobs each, and with 10 to 12 programs scheduled each day, it is possible to use each group at least twice a day. The five groups are rotated daily so that the same announcement does not appear on the air at the same time on successive days.

The format of each 1-minute program is the same; only the list of jobs varies.

Which is better, the half-hour show or the 1-minute spot announcements? All indications at this point seem to favor the short type of program, provided there are enough of the spots on the air each day in good time slots. For example, the research department of WBZ–TV has told the Division of Employment Security that when the weekly half-hour show was on the air, it reached some 20,000 households because only one audience viewed it. The 1-minute programs are reaching into 2½ million homes each week, mainly because there are so many on each day and they are spread out over a 7-hour period so that a number of different audiences are exposed to Job Bank. Some of these programs appear during regular shows which originate at the studio, others during NBC network shows; four announcements generally are scheduled during the Mike Douglas show. More than half of the 1-minute announcements are on during prime daytime shows.

It is expected that the number of telephone contacts will increase this fall and winter by an even greater percentage because of the additional

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A Sample Announcement:

Slide: JOB BANK BOOTH WBZ–TV and the Massachusetts Division of Employment Security present . . .

Slide: JOB BANK JOB BANK! Here are just a few of the thousands of jobs now available in the Greater Boston Area!
50 Survey Workers—$2.00 to $2.25 an hour, from 3 p.m. to 9 p.m. *schedules arranged for those who can work only on weekends—no selling involved—no car necessary.*
25 Driver Salesmen—$90/115 a week *To Start*—door to door—Store to store of nationally known soft drink and creamery products.
30 Shipyard Painters—$2.50 an hour *and up To Start.* Skilled and semiskilled.
50 Clerk Typists—$80/85 a week *To Start*, type 45 to 50 words per minute.
30 Material Handlers—$65/110 a week depending on experience.

Slide: JOB BANK If any of these jobs interests you, or if you want information about job training, call 227–7800.

Slide: JOB BANK A JOB BANK Counselor is waiting to hear from you. If the lines are busy, wait a bit and call again.

Slide: JOB BANK And remember, JOB BANK employment information is provided free of charge. Call now!

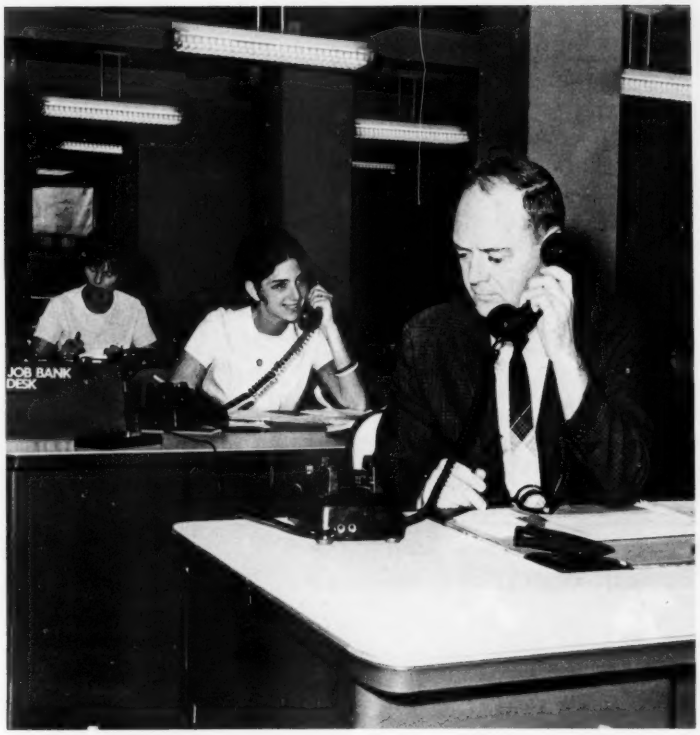
A Job Bank slide as seen on a monitor in the studio control room.

exposure, coupled with the normal reluctance of some persons to seek work during the hot summer months. As the telephone contacts increase, the response can be met by adding more telephones to the present circuit and staffing them. The system is flexible enough to do this with a minimum of delay and cost.

Can the TV studio devote as much time to Job Bank, after the summer period? The studio General Manager said, "WBZ–TV intends to continue the Job Bank campaign so long as it is serving a positive function in eliminating hard-core unemployment. We are very excited by the opportunity to use television in this unusual manner." From a practical point of view, the 1-minute type of program is somewhat less cumbersome for the studio than putting on a half-hour show, mainly because once the slides are made, the rest of the operation is handled by the announcer in the control booth with the use of electronic equipment.

The half-hour show was broadcast only in black and white, while the 1-minute programs are in color. It is doubtful if many of the persons we are trying to reach through Job Bank have color TV sets, but there are such sets in a number of places where some of these people congregate. Even when seen in black and white, the programs attract much attention.

Evaluating the effectiveness of any type of program such as Job Bank, whether it be the half-hour show or the 1-minute variety, has to be done from many angles. In Massachusetts it is felt the broadest possible factors should be used in the evaluation. One important question to be answered must be, "Is Job Bank performing a service to the community?" Here the answer has to be, "Yes." The TV station has said, "Not only does this saturation approach reach more of the unemployed but it lets the entire community know of the tangible efforts being made to solve unemployment." The program is informing the hard-core unemployed, the disadvantaged, and members of minority groups that jobs which they can fill are available—jobs which offer adequate wages at the start, with good chances for advancement. It also informs them of the opportunities for training through MDTA and employer training. Reports of the Division of Employment Security show that hard-core unemployed, the disadvantaged, and members of minority groups are being motivated to take the initial step and call Job Bank for more information and then report to the appropriate local office for referral to a job or to a training course. For example, a substantial number of these individuals responded immediately when some MDTA courses were listed, and their records indicate their educational levels were lower than many who had been referred previously to similar courses. In like manner, many of those referred directly to job openings had been unemployed longer than those previously identified. Records also show that individuals



Elaine Kansky and John Grady, Job Bank interviewers, at work on the special telephones at the DES office.

from these groups have also been applying directly to employers for jobs or job training.

Another important evaluation question relates to the improvement of the public image of the Division of Employment Security. With 2½ million households viewing the program each week, the message is certainly getting across that if a person is looking for a job *the* place to go is the State Employment Service office. Job Bank has been receiving an ever growing number of calls from persons viewing the program. While they are not interested in one of the job openings listed, they do want to know which local office they should go to for the job of their choice. Employers, too, call Job Bank to list job openings; some of them have never used the State Employment Service in the past. It is estimated that thousands of workers who see the programs but do not need the services of the State Employment Service now will remember Job Bank when they are looking for a job in a month or a year from now.

Comments received from employers and their organizations and from community organizations support the statement that the image of the Division of Employment Security has improved through Job Bank, both the half-hour programs and the current series of 1-minute announcements. There are a number of letters in the agency's files from men and women who do not need the services of the State Employment Service at the moment, letters which bear out the contention that the TV exposure this agency has had during this year has resulted in more goodwill than any other single public relations effort by the agency in the last 3 decades. One such letter reads: "This note carries my best wishes with it. After viewing for the first time today your program Job Bank, I felt compelled to show my admiration for our efforts. I have no immediate needs for your services but I would certainly like to see it continued."

What are the ingredients for a successful television venture like Job Bank? It has to be a mutual operation with the Employment Service and the TV studio giving their best efforts. There must be complete trust and confidence on both sides. There must be a willingness to experiment and try different approaches until a formula is reached which produces the desired effect. We know the officials and personnel of WBZ–TV have done all this, and the staff of the Division of Employment Security has done everything possible to match the efforts of the TV studio. Through these combined efforts, the Greater Boston community has benefited and will continue to profit by what may be one of the greatest public service TV programing efforts in many years.

An Experiment in OUTREACH

JUNE CASSETT

Morris Colbert, an ES counselor, talks with a group of applicants at the Greenmount Applicant Placement Center.

Members of the Advisory Council to GAP meet with Miss Cassett.

In August 1966, the concept of an outreach office was new and untried, the plan of action was sketchy and vague, the staff was dubious and hesitant. About all anyone knew was that an experiment in bringing employment services directly to the people, and particularly the disadvantaged, was opening at 2434–36 Greenmount Avenue in Baltimore, Md.

Move Into the Ghetto

For the staff detailed to share in the experiment's beginnings, working quarters in the new, six-story office building adjacent to the downtown area were supplanted by a two-room store front office. The office was to be known as the Greenmount Applicant Placement Center, popularly called "GAP." Its location in the heart of an area replete with poverty, high unemployment, and disillusionment had been chosen with care. The aim was to establish an office tailor-made to meet the employment needs of a ghetto area—informal setting, applicant oriented, and community involved. Consequently, one of the earliest innovations was the extension of office hours to include 7:30 a.m. openings daily and 7:30 p.m. closings two evenings a week.

Serving 70 Square Blocks

Officially, the center was to serve a rectangular area of approximately 70 blocks, but applicants have been registered from all sections of the city and some from out of the State. Many, however, live within easy walking distance of the office in this mixed commercial-residential section. Most of the people living in the area's typically Baltimorean row houses are Negro, while whites predominate in the commercial sections.

From the beginning, stress has been placed on the individual—more personalized service in the areas of job development and placement, referrals to training programs, and counseling when necessary or advisable.

Mutual Trust Established

It soon was evident that in many instances sustained contact with applicants was necessary in order to achieve results. As time has passed, a feeling of friendship has developed between interviewer and applicant. The skillful questioning and intent listening afforded each applicant have helped break down the communication barrier between employed and unemployed at Greenmount, but were it to stop here, the results would be negligible. Fortunately, the dedication of the staff

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June Cassett is the Interviewer-in-Charge at the Greenmount Applicant Placement Center, Maryland State Employment Service in Baltimore.

and their belief in the underlying philosophy of outreach have carried the experiment beyond questioning and listening to doing and acting. Modification of existing job orders, job solicitation, and job development are the order of the day rather than a desultory timekiller for the interviewers during a slack period, and many applicants have come to know and appreciate this fact.

Realizing that efforts bounded by four walls do not fulfill the idea of outreach or result in any appreciable amount of community involvement, an advisor on our staff makes followup visits to applicants to assist them with all problems related either directly or indirectly to employment. In many instances, these visits have helped point the way to a solution of some applicants' unavailability for work, such as sufficient day-care centers for young children and adequate but less costly public transportation.

Frank Discussion Encouraged

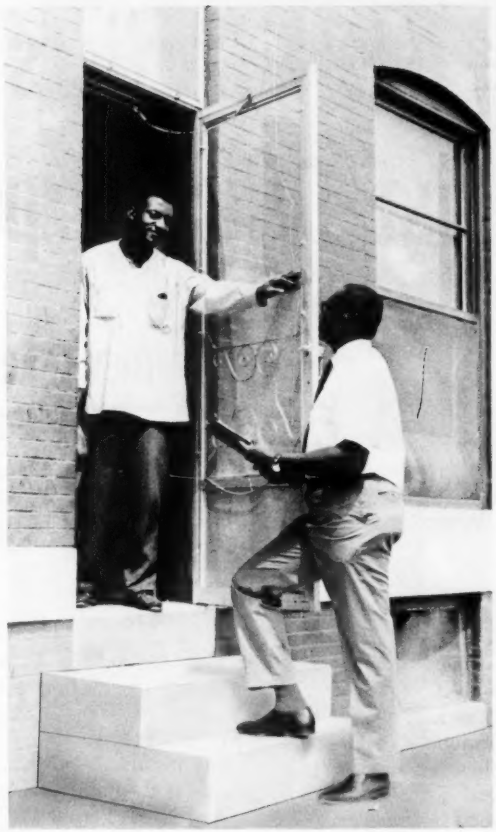
In the ghetto, however, the enormity and complexity of a jobseeker's problems often result in an apathetic applicant. To help combat this, some of our area registrants have been asked to serve, from time to time, as an advisory council. Open meetings always involve frank discussions between applicants and staff members regarding community problems. These meetings have helped promote the idea that, while we are willing and eager to help, each applicant's cooperation and active participation is essential to success.

A Friendly Atmosphere

Each of the two seasons the center has been operating, "open house" Christmas parties have been held. These have provided opportunities for talks on a friendly informal basis rather than on the basis of interviewer and applicant. Obviously, the creation of this atmosphere required the cooperation and good will of many interested parties. Decorations were provided by the staff, music came from an applicant's portable record player, holiday fare was supplied by various local merchants, and there was daily "supervision" of the entire project by a group of neighborhood youngsters who peered through the plate glass window indicating their approval of the tree, garlands, and candy canes. When the litter and tinsel were cleared away, everyone felt that our parties had been unqualified successes.

During the course of the center's operation, effective working relationships have been established with various community resources, including area churches, the Community Action Agency, VISTA, Baltimore's Police Department, street club workers from the Bureau of Recreation, the Neighborhood Youth Corps, and other groups interested in the economic better-

Staff members Miriam Stokes and Charles Johnson appoint themselves cleanup crew to tidy up the sidewalk in front of the GAP office.



Willie Williams, a community worker, pays a personal visit to an applicant. The staff of the GAP office have found this method brings better results than letters or telephone calls.

ment of this segment of our population.

Small Close-Knit Staff

Staff size has varied from 6 to 10, but activity is not always in direct ratio to the number of persons involved. The personnel stationed at GAP carry out required duties to the best of their abilities, then look for something more to do. It is not unusual to see a self-appointed cleanup crew clearing the sidewalk of its windswept litter at 8 a.m.; or to encounter staff members, voluntarily attending, on their own time, locally sponsored conferences on current social and economic problems; or for an interviewer to use his lunch hour to take word of a new and seemingly suitable job opening to an applicant living nearby, sometimes even providing transportation to the interview in cases of urgency or extreme need.

Human Element Is Stressed

Nothing in this advanced technological age is as complex as a single human being, and increasing a disadvantaged person's chances for self-support and personal independence is a difficult challenge which cannot be accomplished overnight. First he must be made "job ready," then led to a suitable job. Consequently, outreach operations at GAP have often become tedious processes before lasting placements have been achieved. Often, however, the extra effort has been demonstrably appreciated by the applicant.

Counseling Need Is Great

The physically handicapped, the mainstream applicant, the older worker, the veteran—all have been serviced at GAP along with the economically disadvantaged. The need for counseling is great in an outreach operation, and group counseling sessions have also been initiated this year to supplement regular counseling interviews. In many instances, these have been of particular help to the disadvantaged applicant.

(*Continued on page 29*)

Deaf Clerk-Carriers in Post Office Experiment

THEY LEARN RAPIDLY AND WORK FASTER THAN EMPLOYEES WITH NORMAL HEARING, OFFICIALS SAY.

RICHARD WRIGHT

"Counseling and training deaf jobseekers is like flying by the seat of your pants" is a common remark among professional specialists of the deaf and hearing-impaired. Too often the deaf jobseekers' primary problems are: (1) Inadequate communicative skills; (2) undereducation, academic and vocational; (3) underemployment, regardless of educational background; and (4) limited stereotyped opportunities.

With clearly defined objectives and determination to employ effective techniques, Michigan's first large-scale employability training of any kind for deaf and hearing-impaired jobseeksers was activated in April 1968 by a community cooperative training team. Working side by side, the Division of Vocational Rehabilitation, Wayne County regional and district office of the Michigan Employment Security Commission, the Michigan Association of the Deaf, the Detroit Day School for the Deaf, and the Interagency Board of U.S. Civil Service Board of Examiners for Michigan conducted a 4-day special Civil Service examination training class for clerk-carrier positions in the Detroit and metropolitan branch post offices. The training took place in the Michigan Employment Security Commission's State Administrative office building.

Senator Philip A. Hart and Judge Joseph J. Pernick of the Wayne County Court of Common Pleas persuaded the U.S. Civil Service Commissioner and the U.S. Postmaster General to confer with the Detroit Postmaster, Detroit Post Office Personnel Director, and Michigan Federal Civil Service Chief Examiner, and to institute the pilot program with the training team leadership of Lawrence J. Wright, Regional Supervisor of Placement.

Assisting the team were three Civil Service examiners and three interpreters from the Registry of Interpreters for the Deaf.

Pre-examination requirements were average intelligence, a medical examination, and an otological examination indicating total loss in either ear or a bilateral minimum of 25 decibel loss. The examination consisted of two regular clerical tests: address checking and train routing. Regular sample examinations and answer sheets were used in the training session.

Candidates Selected With Care

Seventy-nine candidates from the Division of Vocational Rehabilitation's seven Wayne County offices and its offices in Mt. Clemens, Royal Oak, and Marquette, the Commission's Detroit offices, Goodwill Industries of Detroit, and the Detroit League for the Handicapped were selected carefully and referred to the pilot program. No consideration was given to age, sex, or communicative methodology.

All candidates could communicate in varying degrees by the language of signs and finger spelling, oral speech, or a combination of both. The oldest candidates were 51 and 53, both women; the youngest were a young man and young woman, each 19 years of age.

Gratifying Results

Seventy-two completed the course; 56 took the Civil Service examination at the Federal Building within the regulation time limit; 27 of the examinees, including both

Richard Wright is Placement Consultant to the Michigan Employment Security Commission.

Responses of the deaf students were enthusiastic and competitive in the primary sorting scheme verbal examination.

DVR coordinators and mail foremen help deaf trainees to learn the mail sorting operation.

These five deaf workers take on their duties as mail sorters.

older women, successfully passed the examination.

Eighteen appointees began their tour of duty and 4-week on-the-job training at the Detroit General Post Office on June 28. Each of the post offices at Allen Park, Dearborn, and Wayne took one. Three applicants will be provided additional training prior to being hired in order to meet requirements of individual post offices. Requirements vary, depending on the number of available applicants and the work load. One appointee was hired by industry and two dropped out to pursue higher educational and occupational objectives.

Assistance Provided

Precise instruction was made possible by means of multi-communicative skills and visual aids and group and individual tutelage. Communication skills were manifested by use of sign language and oral speech by the instructors and tutors. Interpreters of the deafs' characteristic examination sessions. Another teaching asset was the knowledge by the skilled instructors and interpreters of the deafs' characteristic vocabulary.

Each examination training session required 3 hours daily; the examination session lasted 1 hour.

During the 4-week on-the-job training program, the trainees studied the various sorting schemes and practiced the operation of letter-sorting machines at a minimum of 30 letters per minute, gradually working up to a peak of 36,000 letters per hour. Each workday 3 hours were devoted to training sessions on the sorting scheme, memorizing study, and letter-sorting machine operation. A training efficiency requirement was, and always is, 98 percent. The remaining 5 hours of the workday were directed to manual letter sorting, work situations employing all sorting schemes for incoming and outgoing mail, and operating conveyor belts.

No job functions were reengineered, but communication was facilitated by interpreters the first 3 days. The trainees were counseled individually into the job functions in 2 days. Thereafter, the counselors made weekly followup visits, primarily to furnish moral support.

The Post Office personnel and supervisory staff were pleased and rated the progress of the trainees on the job "Excellent." Typical quoted observations and comments from supervisors and instructors include the following:

- They are excellent workers. They work hard and about twice as fast as others.
- They learn quickly. We show them one operation or a lesson assignment with an explanation or two. They catch on and learn quickly!
- Indications are that the deaf employees will be superior workers, because the noise of the machines—motor and vacuum—is no deterrent to their mental alertness, clerical perception, and concentration. Deafness definitely is not a handicap in this type of work.
- The deaf are not different from hearing people, except for the hearing and communication losses. The communication problem is not theirs. It is ours. We do not try to communicate with or understand them. They understand us!
- In comparison, regular trainees average 60 hours to learn the outgoing primary letter-sorting schemes and to qualify for the operation. The deaf trainees will require an average of 80 to 90 hours to qualify. The difference in the time factor is in the mode of communication which necessitates personalized instruction and closer supervision.
- Some of the favorable factors of training deaf persons are complete concentration, keen interest, good machine timing, high motivation, punctuality, and low absenteeism.
- In operations, the deaf trainees require very close on-the-job training in all areas. When any operation is clear to them, the deaf employees can work in that area without any further supervision. They display steadiness, cooperation, punctuality, and cheerfulness. We have received compliments from supervision at all levels about the quantity and quality of their work in all areas of operation.

A deaf worker learns to operate the letter-sorting machine.

Another special examination training program is scheduled for the first week in November. Improvements have been made, based on the review and evaluation of the first program. One of the major changes will be to conduct training at numerous Division of Vocational Rehabilitation offices as well as the Michigan Employment Security Commission office to provide: (1) training in smaller groups, thus assuring more individualized attention; (2) training locations readily accessible to applicants and (3) use of more local office staff for tutoring.

The training team believes that the success percentage was high; especially since some of the successful deaf workers had been determined to be mentally retarded by one of the agencies, and another had recently recovered from a series of open heart operations.

The Government participated in the project for three reasons: to encourage the employment of the disadvantaged, to utilize and absorb handicapped manpower in the job market, and to demonstrate that deaf persons are able and dependable workers.

(*Continued from page 25*)

Bars, taverns, and lounges abound along sections of Greenmount Avenue. Following a week of peaceful demonstrations and picketing by the Negro community, these meeting places were integrated in August 1967 and a period of calm followed. During all that time, the office remained open.

Riots Left Center Untouched

In early April 1968 however, the atmosphere changed within an hour as rioting, looting, and arson became ugly blots on the Baltimore scene. During the city's violent weekend, radio and television broadcasts indicated that trouble had spread to the area of Greenmount Avenue and 25th Street. Those of us working at GAP were concerned about what we might find at our office on Monday morning. But the sense of responsibility to duty plus natural human curiosity tempered our apprehension and when, by prearrangement and as a precautionary measure, three of us arrived simultaneously for work, we were relieved and gratified to find that GAP had not been damaged in any way. Evidence of the tumult was not far distant, however; windows of the tailor shop three doors down the street had been smashed, the corner bar had been thoroughly wrecked, whole areas just a few blocks away had been devastated. But for GAP it was business as usual. Given the option of closing the Greenmount office and working at the main office downtown during the period of disorder, GAP's staff voted to remain open and were able to maintain regular hours, except for earlier closings in compliance with the curfew. Applicants continued to come into the office for referral to job openings and referrals were made. There was no attempt by any of the demonstrators to prevent anyone from entering or leaving the office.

Activity that week, however, was very slow, and from our storefront vantage point, we worried about reports of snipers, watched with disbelief as new billows of black smoke appeared on the horizon, and were apprehensive when we saw National Guardsmen being posted every few feet along Greenmount Avenue. But fortunately, we were able to watch the city return, gradually, to a semblance of normalcy. Guardsmen and racing police cars and rumors were replaced, bit by bit, by civilians intent upon their own affairs, and for many it was the serious business of finding a job. GAP's staff welcomed them as always.

Helping Riot Victims

Also in keeping with the times, GAP's resources were offered to neighborhood churches to help with relief services for victims of riot areas; space was offered to workers from the Insurance Commissioner's office to take damage claims; individual members of the staff volunteered their services over the long Easter weekend to aid those persons displaced by the civil disorders.

Applicants applying at the Greenmount Applicant Placement Center are asked if they have registered with any other of our offices in the Baltimore area. Some readily admit that they have; others are noncommittal for various reasons. Each, however, sees in this center another possibility of finding the training or job he needs so badly. Surprisingly, many applicants express utter disbelief that this office is affiliated with "that big building downtown where you go to get the unemployment checks." Obviously, changing the image that many people have of a large, regimented type of government office is almost impossible; it is far easier to change the type of operation.

Personal Visits Bring Results

Maintaining contact with applicants is of vital importance in the outreach office, and experience has proved that call-in letters and even telephone calls are not overly effective. In-person visits of a community worker produce much better results. But nothing can outdo the community grapevine for speed and efficiency, whether the objective be placement or followup.

Experiment Is 2 Years Old

Although GAP has been servicing the public for almost 2 years and has received requests for employment information in the Baltimore area from diverse sections of the country, we still encounter, from time to time, a registrant who has been living in this area for many years and has just now "got around" to stopping in. This never fails to surprise and jolt us, but there is no better reminder that many of the population still live in a very narrow and frightening world, and that there is a continuing need for outreach services to help the disadvantaged.

Over 500 Applicants Per Month

Well over 500 people have been serviced at the Greenmount Avenue Placement Center during a single month. Our statistics show that placements have covered the job market spectrum. Referrals to training have increased as the possibilities in this area have broadened. But mere statistics cannot indicate the real value of reaching the public; there is no yardstick for human values and human dignity. The statement of one applicant put into words the one stimulus to which everyone responds: "When I come to this place (GAP), I get a feeling that everybody wants to help me."

Outreach can create new beginnings and recreate hope in place of despair and uncertainty, and the Greenmount Applicant Placement Center takes pride in being part of just that sort of program. As this is written, in late September 1968, the center is entering its third year of service to the Greenmount community of Baltimore with brighter prospects than we thought possible when it was opened in this drab section of the city's impoverished district.

Disadvantaged Young Men Prepare for Well-Paying Careers in Maritime Fleet

SHIPPING LINES, UNION, AND U.S. DEPARTMENT OF LABOR UNITE IN INTENSIVE TRAINING PROGRAM FOR COOKS, BAKERS, AND BUTCHERS.

JOE KIRKBRIDE

A precedent-setting apprenticeship program to prepare disadvantaged young men for merchant marine careers has been launched in California through the cooperative efforts of the maritime industry and the U.S. Department of Labor.

In early September 1968 a tri-party agreement was signed in San Francisco that will provide 135 seagoing apprentice cooks, bakers, and butchers to the West Coast maritime industry over the next 14 months.

The agreement was formulated by the Department of Labor's Bureau of Apprenticeship and Training (BAT). Signing on behalf of management was the Pacific Maritime Association, an employer organization that represents ship owners, stevedore companies, and terminals from Bellingham, Wash. to San Diego, Calif. The labor partner in the agreement was the Marine Cooks and Stewards Union, AFL–CIO.

Apprenticeship is as old as our crafts, but never before has an apprenticeship program been formulated for the maritime galley seamen in the United States. Europe, where apprenticeship was born centuries ago, has numerous merchant marine programs where youngsters learn the trade from their elders.

Joe Kirkbride is an Information Officer assigned to the U.S. Department of Labor Regional Office in San Francisco, Calif.

However, the unique program in California has facets other than formal indenturing in an apprenticable trade on the high seas. It is a program where every trainee can see himself in a well-paying job and career upon the completion of his training. No conditional promises are made here; the program deals in guarantees.

Sites for Training

The training is conducted at two sites owned and operated by the union. One is at the coastal city of Wilmington in southern California where the union purchased the Don Hotel some years ago to provide a home for retired seamen members. The other site is a sprawling 360-acre training facility amid the rolling hills outside Santa Rosa, 50 miles north of San Francisco. The Don Hotel offers rooms for the retired union members, the public, and, of course, for the trainees themselves. Trainees operate the kitchen, dining rooms, and linen service under the watchful eyes of experienced instructors in a simulated luxury ship setting on dry land.

The Santa Rosa site has been utilized for some time by the International Union of Operating Engineers for the training and upgrading of their members. The Marine Cooks and Stewards Union operates the camp, furnishing the food and personal services, while training their own members for shipboard careers.

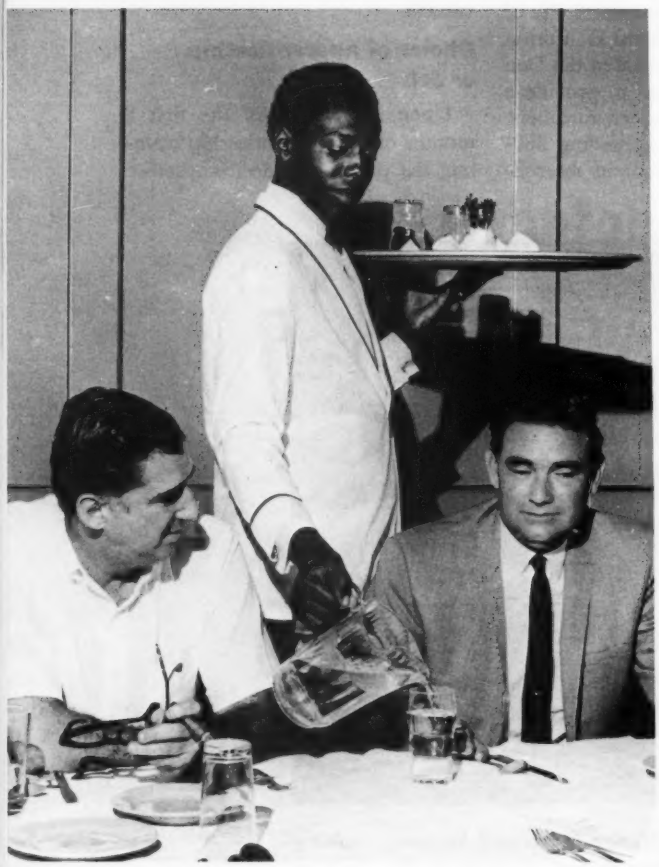
Choice of Apprenticeship or Job

Upon completion of the first 2 months of pre-apprenticeship training, the young men decide whether they want to continue for another 2 months in their apprenticeship "major." Those trainees who decline apprenticeship are offered employment aboard ships as waiters, room stewards, porters, or in other passenger ship jobs which require only minimal training.

The men who wish to follow the apprenticeship path to a merchant marine career then receive an additional 2 months of intensive instruction in their field, including the storage of meats for voyage for butchers and the preparation of fancy desserts

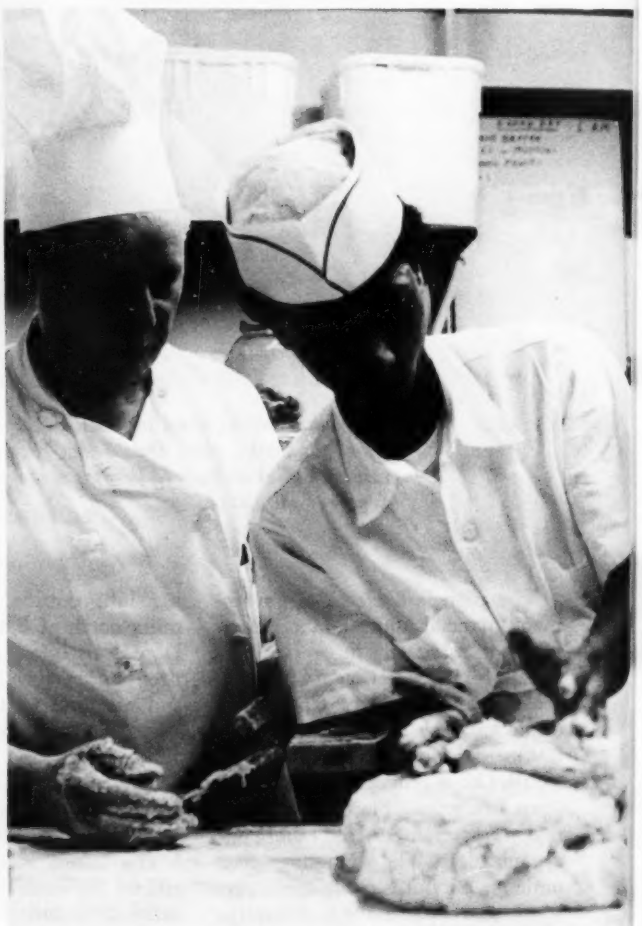
Chef John Green, head instructor at the Marine Cooks and Stewards training school for cooks, gives Dan Silva, 18, advice on how to roast chicken. Silva is training at Santa Rosa to become a seagoing cook apprentice, and plans to make his career a life at sea.

The plan is a blend of government financial support, labor know-how and management cooperation. It calls for the selection of 225 trainees from the ranks of California's disadvantaged young men, up to 80 percent from Neighborhood Youth Corps programs and the balance from the union hiring halls, mayors' committees, and other civic organizations. The young men then undergo 2 months of stringent pre-apprenticeship training to determine if they have the ability and desire to enter the formal apprenticeship programs.



Trainee Robert McGee, in the dining room of the "USS Don Hotel," decided against going into the Marine Cooks and Stewards apprenticeship program, so he is learning the shipboard craft of being a waiter. Observing his progress are Project Director Joe Goren (left) and William Burson, field representative of the Bureau of Apprenticeship and Training.

Roland Tate, 24, a former member of the Department of Labor's Neighborhood Youth Corps, is learning the tricks and skills of the baking trade at the Marine Cooks and Stewards training site near Santa Rosa. With him is baker instructor Pierre Bosmans.



for bakers. Then, after 16 weeks of instruction and practical experience, the youths will ship out aboard member lines of the Pacific Maritime Association to begin their formal 4-year apprenticeship program.

What the Program Involves

The Labor Department's Manpower Administration has underwritten the pre-apprenticeship phase of the training. The Bureau of Work-Training Programs developed the on-the-job instruction, the Bureau of Employment Security coordinated the training allowance stipends through the California State Department of Employment, and the Bureau of Apprenticeship and Training developed the apprenticeship standards. The U.S. Department of Health, Education, and Welfare laid out the educational components of the training.

Morris E. Skinner, regional director of the apprenticeship bureau, said the program calls for the formal enrollment of 90 apprentices from northern California and 45 from southern California. They will include 75 cooks, 35 bakers, and 25 butchers. The remainder of the trainees will be in other marine occupations outside apprenticeship.

Real Opportunity For Ghetto Youth

Currently, 50 disadvantaged young men are in training at the Santa Rosa facility and their racial mix demonstrates why the program is viewed as "opportunity" by ghetto youths. The approximate breakdown is as follows: Fifty percent black, 30 percent white, and 10 percent each Oriental and Latin. The boys live, work, and train together and there is no time for racial distrust.

The future is clear for these young men. Shortly after the turn of the new year, the first apprentices will ship out to sea with beginning salaries of $480 a month plus room and board. They will receive increased pay checks on the completion of each year until the conclusion of their apprenticeship. Then they will qualify for certification as journeymen earning monthly pay ranging from $700 to $800 per month.

Mr. Skinner hailed the program as a major breakthrough for apprenticeship in that it represents the first of its kind in our maritime industry. Historically, BAT has been unable to launch a seagoing apprenticeship program because of the inability to guarantee that the apprentices would receive the required 144 hours of related educational instruction each year. It is almost impossible to provide educational facilities and instructors aboard a crowded cruise ship, for example.

> *The identical program for 90 trainees is under way in the Wilmington (Long Beach) area.*

Union Cooperation and Support

The union solved this problem by offering to provide the training for the apprentices at the Santa Rosa facility. One month each year, school bells will ring for the young butchers, bakers, and cooks while they are on the beach between shipping assignments.

Ed Turner, head of the Marine Cooks and Stewards Union on the West Coast, is enthusiastic about the training and its future.

"We have just about the ideal program," he said. "The key to our success is that every man is going to be offered a job, and with the job he begins to build up seniority and security."

The 5,000-plus member union has a continuing need for experienced seamen. Deaths and retirements create annual vacancies of 300, and many other members leave the sea to devote more time to family responsibilities.

Ship Owners Back the Program

Also strongly backing the program are the men who provide the jobs—the ship owners. Led by President Rocco C. Siciliano, the Pacific Maritime Association (PMA) is a partner in the operation of the two training facilities and serves on the joint apprenticeship council.

Mr. Siciliano was the first Assistant Secretary of Labor for Employment and Manpower in 1953–57 and as a part of his government duties supervised the Bureau of Apprenticeship and Training.

"In today's expanding service economy," Siciliano noted, "we must communicate a sense of pride and professionalism in shipboard jobs. This cooperative educational and apprenticeship program is designed to stress the vital areas of human relationships, leadership, and the desire and ability to serve people, in order to assure a flow of skilled personnel for the PMA fleet. It will also foster the development of disadvantaged youth into responsible, well-paid citizens, whose knowledge and understanding of other people will be broadened through contacts with them at many of the world's ports."

From Concrete Jungle to Ship's Galley

The roster of the PMA conjures up visions of exotic ports of call and picture postcard coastal cities. They include: American Mail Line; American President Lines; Grace Line, Inc.; Matson Navigation Company; Olympic Steamship Company; Pacific Far East Line, Inc.; States Steamship Company; W. R. Chamberlin Company; and Weyerhaeuser Line.

"It's a long jump from a concrete jungle to the galley and dining room of the President Cleveland," Ed Turner remarked, "but our guys are going to make it."

And I believe him.

Recovered Alcoholics Make Reliable Workers

MINNESOTA EMPLOYMENT SECURITY DEPARTMENT ASSIGNS ONE MAN FULL TIME TO THIS TASK

GEORGE J. VAVOULIS

J. Doyle Kirby is a recovered alcoholic. He also has been an interviewer in the St. Paul local office of the Minnesota State Employment Service. He has been "dry" for 10 years and is now combining his experiences as an alcoholic and as an employment interviewer in his new job as Counselor on Alcoholism in the St. Paul Human Resources Development office of the Minnesota State Employment Service—a job in which all his energy is directed toward finding jobs for recovered alcoholics and "pill addicts."

Kirby literally worked his way into this specialized position by seeking out and helping recovered alcoholics during his 9 years as an interviewer. He was convinced that one of the best ways to encourage a recovered alcoholic to remain "dry" was to give him specialized personal attention and to secure employment for him with an understanding employer.

And more and more employers are gaining understanding. In fact, several employers contacted me about Mr. Kirby's "extra-curricular" activities and discussed the possibility of putting him on a full-

George J. Vavoulis is Commissioner of the Minnesota Department of Employment Security.

J. Doyle Kirby, Counselor on Alcoholism in the St. Paul Human Resources Development office of the Minnesota State Employment Service.

Dr. Allen A. Spencer, an optometrist, has employed Mrs. Belle Heffmeier, a recovered alcoholic, as his receptionist and assistant since 1965. "In the 3 years Mrs. Heffmeier has worked for me, she has been an exemplary employee—diligent, prompt, and dependable. She has shown a rare quality of appreciation for her job," Dr. Spencer said.

time basis. With this encouragement, I recommended that the State Interagency Board of Civil Service Examiners create the position and Kirby became, to our knowledge, the only specifically designated specialist on alcoholism in the Nation's network of State Employment Services.

The action by this Board was in keeping with the Minnesota tradition of leadership in the field of rehabilitation of alcoholics. The first "half-way house" for recovered alcoholics was established in 1953 by the Hazelden Foundation which also operates the Hazelden Treatment Center at Center City, Minn. Established in 1949, and expanded tremendously in 1965, the Center has become one of the foremost treatment centers in the world, working with problem drinkers from Alaska, Hawaii, Puerto Rico, Canada, South America, and other areas throughout the world.

The alcoholics Kirby works with are those who have had treatment and are in one of the "half-way houses" or other post-treatment centers or are active members of Alcoholics Anonymous. He also works with others, principally women, who have been treated for drug addiction.

How Selected

How are Kirby's "clients" selected?

The following identifying criteria have been established. The applicant may:

1. Admit he (or she) has an alcoholic or drug problem.
2. Have been confined in a hospital or institution for treatment.
3. Be a member of Alcoholics Anonymous.
4. Reside in a "half-way house."
5. Be referred by a community agency which specifies that the applicant has a problem.

If any one of these criteria applies, the applicant is considered ready for referral to Kirby by other personnel in the employment section.

Although the prime concern is with the "recovered" who have had treatment and have a record of abstinence for a reasonable period, Kirby also works with others who have problems and apparently are not quite ready to change their habits. The object is to encourage them to stop drinking and to refer them to Alcoholics Anonymous or other agencies for additional help.

Kirby says: "The biggest problems we have to overcome are the misconceptions held by many employers. They often think of the alcoholic as a skid-row bum, but alcoholics come from all walks of life. They can be professional men, executives, or highly skilled and trained workers. When they make recovery, they can be valuable employees."

He Convinces Employers

To try to overcome these misconceptions, Kirby spends much of his time contacting potential employers—by telephone, mail, or personal visits. He tries to convince them that alcoholism is a disease that can be arrested and that hiring alcoholics can be profitable as well as humane. He cites the work records of the hundreds of reformed alcoholics he has placed in jobs to prove they can and usually do make steady workers.

And he has a number of employers convinced as evidenced by his record over the past 5 years. He estimated he has placed between 225 and 250 persons in jobs during that period—about 60 percent of the number with whom he has dealt. Kirby has kept a followup record of every recovered alcoholic he has placed in steady employment over the past 5 years and can prove that more than 80 percent of the total number "rode the waterwagon" and are now steady, dependable, productive employees.

When he first took over his new job, Kirby sent a letter to about 30 employers, telling them about his new position and its function and asking them if they had current job openings for which they would consider one of his applicants.

"The response was wonderful," he said. "On the basis of that one letter, we managed to place 15 of 18 applicants in jobs."

Most of his alcoholic clients are men, Kirby says, while the "drug addicts" are women—principally those addicted to various pills. Over a 4½-year period, Kirby placed 65 of 66 women referred in jobs and five others in training programs.

A Good Placement Record

Since April 1, 1968, when he took on these problem cases—alcoholics and pill addicts—as a full-time assignment, Kirby has been placing from 12 to 15 each month. This is certainly a creditable record, particularly in face of the tremendous employer resistance which Kirby attributes to a lack of understanding.

"My main job is to create understanding," he said.

There can be no doubt about the size of the problem he faces. A study by the National Council on Alcoholism shows that previous estimates of alcoholism in the American labor force were too low. Instead of the 3- to 6-percent figure used earlier, the alcoholism rate really is a minimum of 5.3 to 10 percent of the work force.

This would indicate an estimated 3 million alcoholics are now employed in business, industry, and government rather than the 1.7 million reported in a 1963 study. The estimated cost to employers of the untreated cases is a staggering $4 billion annually.

In Minnesota, the State Commission on Alcohol Problems estimates the number of problem drinkers at 120,000 and the number of alcoholics at 75,000. From these figures it is obvious that Kirby, a pioneer in his field, can expect reinforcements soon in his efforts to reestablish these handicapped persons as useful and productive workers and responsible citizens.

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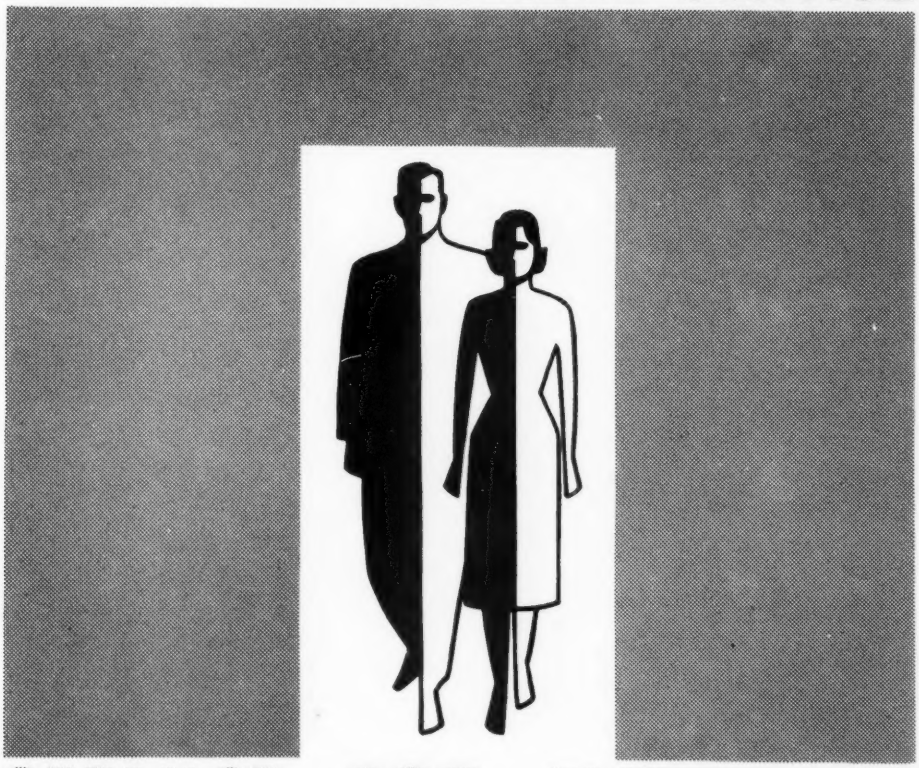

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